

THIRD REPORT

OF THE

COMMISSIONERS appointed by an Act of Parliament,
to enquire into the Fees, Gratuities, Perquisites, and
Emoluments, which are or have been lately received in the
several PUBLIC OFFICES therein mentioned.

ADMIRALTY.

Ordered to be printed 17th June 1793.

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ADAM KILBY

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To the KING's Most Excellent MAJESTY in Council.

THE THIRD REPORT of the Commissioners appointed by an Act of Parliament, to enquire into the Fees, Gratuities, Perquisites, and Emoluments, which are or have been lately received in the several PUBLIC OFFICES therein mentioned; to examine into any Abuses which may exist in the same; and to report such Observations as shall occur to them for the better conducting and managing the Business transacted in the said Offices.

FROM the Offices which have been the Subjects of our Two former Reports, we proceeded to the remaining Offices included in Your Majesty's Order in Council of the 26th of August 1785; namely, the Office of the Lords Commissioners of Admiralty, and Departments thereunto belonging. And First the Office of the said Lord's Commissioners.

In this Office we have examined Philip Stephens, and John Ibbetson, Esquires, Sir Harry Parker, Baronet, Thomas Fearn, William Bryer, Charles Wright, Joseph Belfon, Simon Devert Barkham, Robert Robinson, James Madden, George Combe, William Gimber, Thomas Kite, William Gafcoigne, James Freshfield, William Pearce, Mitchel Hollingworth, Robert Maxwell, Edward Banes, Basil Maxwell, Thomas King, Arthur Mills Raymond, and William Millman, together with Gabriel Steward, Esquire, Paymaster of Your Majesty's Marine Forces, and Captain Griffith Williams, Agent to the said Forces; from whom, and the Returns mentioned in our First Report to have been received from the said Office, we have collected the following Information.

The Establishment of the Office of the Admiralty consists of Seven Lords Commissioners, Two Secretaries, a Chief Clerk, Six established and Eleven extra Clerks, Two Marine Clerks, a Head Messenger, and other inferior Officers.

There is likewise annexed to the Admiralty an Establishment for the Pay of the Marine Forces, of which we shall subjoin a separate Account.

There is also an Officer called the Solicitor; who belonging to this Office in common with that of the Treasurer of the Navy and the Navy Office, we shall include in our Report on the latter Office, from whence his Business chiefly originates, and where his Accounts are examined and allowed.

The Business of the Board of Admiralty is to consider and determine upon all Matters relative to Your Majesty's Navy, and Departments thereunto belonging; to give Directions for the Performance of all Services that may be required, either in the Civil or Naval Branches thereof; to sign, by themselves or their Secretaries, all Orders necessary for carrying their Directions into Execution; and generally to superintend and direct the whole Naval and Marine Establishments of Great Britain.

The Duty of the Secretaries is to lay before the Board all Memorials, Letters, and other Papers transmitted to this Office; to receive and minute down the Orders of the Lords Commissioners, and to see to the Official Execution thereof; to countersign all Instruments, where the same may be necessary; and generally to attend to the Dispatch of all Business arising in this Office, either in the Naval or Marine Departments.

The Duty of the established Clerks is to prepare Memorials, Instructions, Orders, Letters, and other Instruments, conformable to the Minutes of the Board, and the Directions of the Secretaries: Each Clerk (the Junior excepted) has a separate Branch of this Business under his Charge, and is assisted therein by One or more of the extra Clerks, according to the Degree of Business in the Branch assigned to him.

The Chief Clerk, besides the Charge of One of these Branches, has the general Superintendence of the whole Official Business in the Naval Department. He likewise has the Care of the Maps, Charts,

Appendix.

No 1, 2, 3,
4, 5, 6, 7, 8,
9, 21, 22, 10, 11, 12,
13, 14, 15, 16, 17,
18, 19, 20, 23,
24, 25.

Charts, and Books of the Office, and the Payment of most of the contingent Expences incurred therein. The Fourth of the established Clerks, besides the Duty of his Branch, acts as Receiver of Fees and Accountant to this Office, and is employed to check the Bills of the Admiralty Messengers. The Junior Clerk upon the Establishment, having no Branch of the Official Business assigned to him, acts in the Capacity of an Assistant to the Chief Clerk. Two of the extra Clerks are appointed to assist the Secretaries: One of them acts as French and Spanish Translator; and they are all employed from Time to Time in other Services, as Occasion requires.

The Attendance of the Secretaries is constant and unremitting; that of the Chief Clerk is Daily from Eleven till Five o'Clock; as is likewise that of the other established Clerks, who further attend by Rotation in the Evening, to make up, frank, and dispatch the public Letters: And the extra Clerks, besides the like Daily Attendance, are also required to be at the Office every Evening by Turns; to assist in the Entry and Dispatch of such Letters.

The Duty of the First Marine Clerk is to prepare all Memorials, Instructions, Draughts of Orders, and Commissions required for the Marine Corps; also to examine and check the Tradesmen's Bills for their Cloathing, Accoutrements, and Contingencies; and his Attendance is Daily from between Twelve and One to about Four o'Clock.

The Duty of the Second Marine Clerk is to write all Letters relative to the said Corps, to enter and dispatch the same, as well as the several Orders and Instructions relative thereto; also to prepare Half Yearly Lists of the Marine Half Pay Officers, and to arrange and take Care of the Marine Papers; and his Attendance is Daily from about Eleven o'Clock till past Four.

The Head Messenger, besides the Duty usually belonging to such Situation, has the Superintendence of all the inferior Departments of the Office; and his Attendance is constant.—The Duty of the remaining Officers is implied by their Titles; and they attend (the House-keeper excepted) whenever their Services are required.

The Expences of this Establishment are defrayed in the following Manner: Specific Sums are voted Annually by Parliament upon the ordinary Estimate of the Navy, for the Salaries in the Naval Department, and for the Expence of Stationary and Contingencies. The Salaries in the Marine Department are paid out of the Marine Poundage and Stoppages. A special Allowance to the First Lord Commissioner is paid out of the Fund arising from the Sale of old Naval Stores. There are likewise certain Sums received from Individuals, under the different Heads of Fees and Gratuities for the Benefit of the Officers on this Establishment.

The Sums voted upon the ordinary Estimate of the Navy were in the Year 1784, and have generally been,

for Salaries	-	-	-	-	£. 9,915
for Stationary	-	-	-	-	1,800
for Contingencies	-	-	-	-	3,500

The Sums paid on these Heads are not according to such Estimate, but exceed in some Instances, and are less in others. The Sums paid in the Year 1784 were,

for Salaries	-	-	£. 10,175	—	—
for Stationary	-	-	1,489	—	5
for Contingencies	-	-	9,919	8	9

Although Sums are voted for Stationary and Contingencies upon the ordinary Estimate, yet these Expences are not invariably paid thereout, but frequently out of Money voted for the Wear and Tear of the Navy.

£. 760. The Salaries in the Marine Department paid out of the Marine Poundage and Stoppages, amount Annually to Seven hundred and Sixty Pounds.

£. 2,000. The special Allowance paid to the First Lord Commissioner out of the Fund arising from the Sale of old Naval Stores amounts Annually to Two thousand Pounds.

Appendix, N^o 28. The Fees consist of Sums payable upon certain Instruments issuing from or passing through this Office, according to a Table kept therein, a Copy of which we have annexed to this Report. The Fees of the Naval Department amounted in the Year 1784 to Two thousand One hundred and Seventeen Pounds Nine Shillings and Four Pence. They are received as above mentioned by One of the established Clerks, who pays a Moiety thereof to the First Secretary, and shares the Remainder with the Second Secretary and the other established Clerks, proportionably to the Rate of their respective Salaries, reckoning the Second Secretary as One of the established Clerks at a Salary of £. 400 a Year. £. 125. 12. The Fees in the Marine Department amounted in the Year 1784 to One hundred and Twenty-five Pounds Twelve Shillings, and are received by the First Clerk in that Department, who pays the whole Amount thereof to the First Secretary.

£. 488. 3. The Gratuities consist of Sums received by the Clerks at particular Seats, according to certain customary Rates, for particular Business transacted at such Seats, and are for the private Use and Benefit of those who receive them. Their Total Amount in the Year 1784, was Four hundred and Eighty-eight Pounds Three Shillings. There are likewise sundry Gratuities received by the Head Messenger for himself and his Assistants, which amounted in the Year 1784 to Thirteen Guineas and an Half.

Under the Head of Gratuities must likewise be considered the Annual Present of Twenty-five Guineas received from the East India Company, which is divided in Portions of Three Guineas each among the Seven established Clerks; and the Surplus of Four Guineas is disposed of as they jointly think fit.

The Funds of this Office therefore, arising from certain Sums voted by Parliament, from the Marine Poundage and Stoppages, from a Part of the Produce of old Naval Stores, and from Fees and Gratuities paid by Individuals, are distributed in the following Manner:

The Lords Commissioners have Salaries of One thousand Pounds a Year each, reduced by Taxes to £. 1,000. Seven hundred and Seventy-five Pounds; also Allowances of Ninety-seven Pounds each for Coals £. 775. £. 97. and Candles; besides which the First Lord Commissioner receives an Allowance of Two thousand £. 2,000. Pounds a Year out of the Fund arising from the Sale of old Naval Stores, making his Net Receipt from this Office Two thousand Eight hundred and Seventy-two Pounds. The First Lord, and the Four others next in Seniority to him, have Houses in the Admiralty, but the Two Junior Lords have no Houses, nor any Allowance for House Rent.

The First Secretary has a Salary of Eight hundred Pounds a Year in the Naval Department, and a £. 800. Salary of Three hundred Pounds a Year in the Marine Department; he has also unfurnished Apartments £. 300. in the Admiralty, an Annual Allowance of Ninety-seven Pounds for Coals and Candles, a Moiety of £. 97. the Fees received in the Naval Department of this Office, amounting in the Year 1784 to One thou- £. 1,058. 12. 2. sand and Fifty-eight Pounds Twelve Shillings and Two Pence; and the Whole of the Fees received in the Marine Department, amounting in the same Year to One hundred and Twenty-five Pounds £. 125. 12. Twelve Shillings, making his gross Official Receipt in the Year 1784 Two thousand Three hundred £. 2,381. 4. 2. and Eighty-one Pounds Four Shillings and Two Pence; out of which he pays One hundred and Eighty £. 180. Pounds for the One Shilling and Sixpenny Duties; and Land Tax on his Naval Salary; Fifteen Pounds, £. 15. being the One Shilling Duty on his Marine Salary; and Thirty-nine Pounds Fifteen Shillings and Six £. 39. 15. 6. Pence, being the settled Annual Duty on his Proportion of Fees by Way of Compromise for the One Shilling Duty, in Consideration of the Difficulty of obtaining Annually a correct Assessment; thereby reducing his Official Receipt in the Year 1784 to the Net Sum of Two thousand One hun- £. 2,146. 8. 8. dred and Forty-six Pounds Eight Shillings and Eight Pence.

The Second Secretary has a Salary of Six hundred Pounds a Year in the Naval Department; a Sa- £. 600. lary of Two hundred Pounds a Year in the Marine Department; an Allowance of One hundred Pounds £. 200. £. 100. for House Rent; also of Ninety-seven Pounds for Coals and Candles; and a Proportion of the Fees of the Naval Department, amounting in the Year 1784 to Three hundred and Fifty-eight Pounds £. 358. 16. 6. Sixteen Shillings and Six Pence, making his gross Official Receipt One thousand Three hun- £. 1,355. 16. 6. dred and Fifty-five Pounds Sixteen Shillings and Six Pence; out of which he pays One hundred and £. 135. Thirty-five Pounds for the One Shilling and Sixpenny Duties, and Land Tax on his Naval Sala- £. 104. ry; Ten Pounds, being the One Shilling Duty on his Marine Salary; and Thirteen Pounds Eight Shil- lings, being the settled Annual Duty on his Proportion of Fees, in lieu of the One Shilling Duty thereon; thereby reducing his Receipt for the Year 1784 to the Net Sum of One thousand One hun- dred and Ninety-seven Pounds Eight Shillings and Six Pence.

The Chief Clerk has a Salary of Two hundred Pounds a Year; an Allowance of Eighty Pounds for House Rent; also of One hundred Pounds for taking Care of the Maps, Charts, and Books of the Office; and of Two per Cent. on the Amount of the Contingent Bills paid by him, producing in the Year 1784 One hundred and Forty-three Pounds One Shilling and Eight Pence; a Proportion of Fees, amounting in the same Year to One hundred and Seventy-nine Pounds Twelve Shillings; a Share, amounting to Three Guineas, of the Annual Present from the East India Company; also Gratuities of Five Shillings for each Certificate that he grants to Captains, and of Two Shillings and Six Pence for each that he grants to Lieutenants of their having deposited their Journals in this Office, amounting in the Year 1784 to One hundred and Twenty Pounds, making his gross Official Receipt Eight hundred and Twenty-five Pounds Sixteen Shillings; out of which he pays the One Shilling and Sixpenny Duties on his Salary, and a settled Annual Duty of Six Pounds Four- teen Shillings on his Proportion of Fees, thereby reducing his Receipt for the Year 1784 to the Net Sum of Eight hundred and Four Pounds Two Shillings and Eight Pence.

The other established Clerks have the following Salaries.

The 2d Clerk	-	-	-	-	£. 150	The 5th Clerk	-	-	-	£. 80
3d	-	-	-	-	120	6th	-	-	-	70
4th	-	-	-	-	100	7th	-	-	-	60

Also Proportions of Fees, amounting in the Year 1784,

The 2d Clerk	-	-	£. 134	10	3	The 5th Clerk	-	-	£. 71	15	-
3d	-	-	107	12	10	6th	-	-	62	18	7
4th	-	-	89	14	9	7th	-	-	53	17	3

They have also Shares, amounting to Three Guineas each, of the Annual Present from the East India Company; besides which the Third Clerk receives Gratuities of Five Shillings for each Certificate that he grants to Captains, and of Two Shillings and Six Pence for each that he grants to Masters, of their having delivered into this Office Observations upon Coasts and Roads as directed by their Instructions,

£. 90.

£. 80.

£. 10.

or of the same having been dispensed with, amounting in the Year 1784 to Ninety Pounds. And the Fourth Clerk receives Gratuities from Officers, upon delivering to them their Commissions or Warrants (over and above the established Fees) amounting in the Year 1784 to £. 137. 12s. Also Gratuities of Two Shillings and Six Pence upon each Certificate given to Midshipmen of their having lodged their original Certificates of Examination in this Office, amounting in the said Year to £. 16 9s. 6d. The Fourth Clerk likewise receives an Allowance of Eighty Pounds a Year for taking Care of the Office Papers, and indexing the Correspondence with the Public Boards, also of Ten Pounds for examining the Messengers Bills.

Out of the above Sums they pay the following Deductions—the Second and Third Clerks the One Shilling and Sixpenny Duties on their Salaries; the Four remaining Clerks the Sixpenny Duty only thereon; and each of them the following Annual Duty upon their Fees:

The 2d Clerk	-	-	-	£. 5	2	—	The 5th Clerk	-	-	-	£. 2	14	—
3d	-	-	-	4	1	6	6th	-	-	-	2	7	6
4th	-	-	-	3	7	6	7th	-	-	-	2	2	—

Making their respective Net Receipts as follows:

Viz. of the Second Clerk	-	-	-	-	-	-	£. 271	6	3
Third Clerk	-	-	-	-	-	-	307	14	4
Fourth Clerk	-	-	-	-	-	-	431	1	9
Fifth Clerk	-	-	-	-	-	-	150	4	—
Sixth Clerk	-	-	-	-	-	-	131	19	1
Seventh Clerk	-	-	-	-	-	-	113	8	3

£. 7.

£. 57.

£. 100.

The extra Clerks have Salaries of £. 50 a Year each, and receive occasional small Allowances for copying Papers for Parliament, amounting in the Year 1784 to Seven Pounds each, making their whole Official Receipt in that Year Fifty-seven Pounds each; except in the Instance of the Seventh extra Clerk, who receives an additional Salary of One hundred Pounds a Year as French and Spanish Translator; and in the Instances of the Third extra Clerk, who received £. 20. 10; the Fourth and Fifth, who received Five Guineas each; and the Sixth who received Five Shillings in Gratuities for specific Services.

£. 130. £. 50.

The First Marine Clerk has a Salary of One hundred and Thirty Pounds a Year, and Fifty Pounds a Year more for taking Care of the Marine Books and Papers, both paid out of the Marine Poundage and Stoppages. He likewise receives Gratuities from the Clothier, at the Rate of Half a Guinea for every Hundred Suits of Marine Cloathing; and from other Tradesmen at the Rate of about a Guinea for every Bill of One hundred Pounds, amounting in the Year 1784 to £. 74. 19. 6; making his gross Receipt in that Year £. 254. 19. 6. reduced by the One Shilling Duty on his Salary to the Net Sum of £. 245. 19. 6.

£. 80.

The Second Marine Clerk has a Salary of Eighty Pounds a Year Net, besides which he receives a Gratuity of Half a Guinea for each Letter of Leave for Officers of Marines on Half Pay to quit the Kingdom; and a Moiety of the Fees for Warrants to the Marine Surgeons, and their Mates; the Whole amounting in the Year 1784 to Seventeen Guineas, and making his Net Receipt in that Year £. 97. 17.

The Head Messenger has a Salary of Fifty Pounds a Year, and Forty Pounds additional in lieu of Apartments in the Admiralty; besides which he receives Gratuities upon Marine Commissions, amounting in the Year 1784 to Three Guineas, and certain New Year's Gifts, amounting in the same Year to Nine Guineas, One Half of which Sums he divides among his Two Assistants and the Porter, being in that Year Two Guineas each, and retains the Remainder for his own Use. He likewise receives One Guinea and an Half upon certain Annual Payments for this Office, making his Net Receipt in the Year 1784 £. 97. 17. 6. The present Head Messenger has likewise the Benefit of a Contract with the Admiralty Board for the Sum of Three hundred Pounds to supply the Office with Coals and Candles, to find Brooms and various other Articles for the same, and to keep the Locks, Stoves, and Fenders in Repair.

£. 40. £. 30.

The Two Assistant Messengers have Salaries, the one of Forty, and the other of Thirty Pounds a Year; also a Share of the Gratuities and New Year's Gifts received by the Head Messenger, amounting in the Year 1784 to Two Guineas each. They are allowed One Shilling a Mile when sent upon Riding Journeys, and are paid at discretionary Rates for other Services.

£. 30. £. 10.

The Porter has a Salary of £. 30 a Year, also an Allowance of Ten Pounds a Year for House Rent, and Allowances, amounting to £. 15. 10. a Year, for different Articles of Cloathing, which, including his Share of Gratuities and New Year's Gifts above mentioned, makes his Net Receipt for the Year 1784 £. 57. 12. The present Porter has likewise the Benefit of a Contract with the Admiralty for supplying the Lamps with Oil and Cotton, which in the Year 1784 was at the Rate of One Penny for each Burner in every Lamp per Night, but has since been reduced One Half.

£. 40.

The House-keeper has a Salary of Forty Pounds a Year, which she receives Net, without any Duty being required of her, she being the Widow of One of the former Messengers, and this Office being considered as a Kind of Pension from the Admiralty on that Account.

The Necessary Woman has a Salary of Thirty-five Pounds a Year, and an Allowance of Five £. 35. £. 5.
Pounds at Christmas; near One Half of which Sums she pays to her Servant, and retains the Re- £. 30.
mainder for her own Use.

The Three Watchmen have Salaries of Twenty Pounds a Year each, and other small Allowances; £. 20.
those of the Watchman in the Hall amounting to £. 16. 12. 8. and those of the other Two to
£. 4. 8. 8. each; and are paid besides for Messages at discretionary Rates, their Charges for which
in the Year 1784 amounted to about Sixty Pounds each.

The Gardener and Inspector of Repairs have Salaries of Thirty Pounds a Year each, but have £. 30.
no other Advantages, except that the Gardener makes an Annual Charge to a trifling Amount for
Gardening Expences.

There are a few other Persons occasionally employed in the Admiralty for inferior Services, who
have no Salaries on the Establishment, but whose Allowances are included in the Contingent Ex-
pences of the Office, as are all the Allowances, specifically so called, hereinbefore mentioned.

The Stationary for this Office is supplied by Contract, and the Amount thereof in the Year 1784
was £. 1,489. —. 5. The Amount of the Contingent Expences for the same Year was Appendix, N° 29.
£. 9,919. 8. 9½. the Particulars of which are contained in the Appendix to this Report, by which it
will appear that the Sum of £. 2,570. 19. 10½. was for Expences of a Nature peculiar to that Period,
and not likely to recur in subsequent Years, and many of the other Charges were from their Nature
greater at the Close of the War than they are likely to be in Years of Peace. Since the Year 1784
the Contingent Expences of this Office have been reduced to less than Half of their Amount in that
Year.

From the foregoing Account it appears that the Total Expence of this Office in the Year 1784 was
£. 27,227. 18. —½. of which £. 24,460. 9. 2½. was paid by the Public, and the Remainder by
Individuals. The Particulars thereof may be seen at One View, in a Table which we have composed, Appendix, N° 30.
and annexed to this Report.

It has already been mentioned that (exclusive of the Secretaries and Two Clerks in the Marine
Department) there is an Establishment annexed to this Office for the Pay of Your Majesty's Marine
Forces. This Establishment consists of a Paymaster of the said Forces, an Agent, and Three De-
puty Paymasters, One at each of the Out Ports.

The Duty of these Officers is, in Conjunction with the Treasurer of Your Majesty's Navy, to con-
duct the Payment of the said Forces; the Treasurer of the Navy paying such of the Non-commis-
sioned Officers and Privates as are on Ship Board, the Paymaster of the Marines paying the General
and Lieutenant General of that Corps, also the Half Pay, the Cloathing, the Charge of Recruiting in
Ireland, the Salaries of most of the Civil Officers, the Allowances to Widows, and several of the Con-
tingencies of this Service; the Agent of the Marines paying the Subsistence and Arrears of all the
Officers on Full Pay (the General and Lieutenant General excepted) the Charge of the Recruiting
Service in Great Britain, and the Contingencies at the different Quarters; the Deputy Paymasters at
the several Divisions paying the Subsistence of the Non-commissioned Officers and Privates, for which
Purpose they draw Bills upon the Agent, and issue the said Subsistence to the Squad Serjeants Once a
Week, to distribute among the Men.

When the Marine Corps was first established in 1755, under the Direction of the Board of Ad-
miralty, the Offices of Paymaster and Agent were executed by One Person, and continued so for near
Two Years, when they were separated, and an Agent appointed for each Division, which Arrange-
ment existed until 1763, when the Number was again reduced to One, and has remained so ever since,
not only without any Prejudice, but even with Benefit to the Service, a Circumstance to be attributed
in great Measure to the Experience, Attention, and Ability of Mr. Williams, the Agent who succeeded
on that Occasion, and who still continues. For, notwithstanding the Corps during the last War
far exceeded in Numbers any former Establishment, the Business appears to have been carried on in
the most regular, accurate, and expeditious Manner, in Consequence of the very clear and most sa-
tisfactory Mode of keeping the Accounts, which the said Agent has established.

The Paymaster of the Marine Forces is supplied with Money for carrying on the Service in the follow-
ing Manner: Once a Month he presents to the Lords of the Admiralty an Account of his Receipts and
Payments during the former Month, with an Estimate of the Sum necessary for the succeeding Month. The
Admiralty direct the Navy Board to impress a certain Sum into his Hands, generally about the Amount
of the Expenditure of the former Month. The Navy Board direct the Treasurer of the Navy to issue to
him the Money accordingly; out of which he advances a certain Sum to the Agent for carrying on the
Services under his Direction, and applies the Remainder to the Services carried on by himself as before
mentioned. The Agent delivers to the Paymaster a Monthly Account of his Receipts and Payments,
and Once a Year a General Account of the Whole, distinguished under the Heads of Subsistence and
Arrears to Officers, Subsistence to Non-commissioned Officers and Privates, Slops and Necessaries
supplied them at embarking, Levy Money for Recruits, Money in lieu of Cloathing, Salaries to
Civil Officers, Expences of Infirmaries and Surgeon's Salaries, Expences of Barracks and Contin-
gencies, accompanied with the Accounts of Particulars, and the Vouchers; from which, and from his
own Disbursements, the Paymaster makes up an Annual Account, which he presents with the
Vouchers to the Navy Board for their Examination and Allowance, which clears him, and is
final.

The

The Stoppages made from the Pay of the Commissioned Officers are, a Poundage of One Shilling in the Pound, and One Day's Pay in the Year; and those made from the Subsistence of the Non-commissioned Officers and Privates, are what are called Paymaster and Surgeon's Stoppages, viz. Two Pence a Week from a Serjeant, One Penny Halfpenny from a Corporal and Drummer, and One Penny from a Private Man. Such Stoppages however are not appropriated to the Use of the Paymasters and Surgeons, but, together with the Stoppages from the Commissioned Officers, form a Fund, out of which the Salaries of the Civil Officers belonging to the Marine Establishment are paid, and the Residue becomes a Saving to the Establishment.

The Marine Forces are clothed by Contract made by the Admiralty. The Price of a Serjeant's Cloathing is £. 3. 9. 3 $\frac{1}{2}$. of a Drummer's £. 2. 19. 2. and of a Corporal's and Private's £. 1. 18. 5 $\frac{1}{2}$.; a proper Officer inspects the Cloathing when finished, and certifies that it is agreeable to the Pattern; it is then packed and sent to Quarters, where the Storekeepers give Receipts for it, and transmit to the Admiralty Quarterly Accounts of their Receipts and Issues, distinguished into Columns of each Species and Number. After the Cloathing is packed, the Clothier transmits his Bill to the Admiralty, together with the Certificate of the Viewing Officer, and the Affidavit of the Packer, that the same has been received by him and packed. These entitle him to Payment, though it is generally postponed till the Cloathing is delivered at Head Quarters. The Bill so transmitted is examined in the Marine Office, and if found correct is laid before the Admiralty Board, together with a Warrant for the Amount upon the Paymaster, for their Signature; which Warrant states, "that it appearing to their Lordships that the said Cloathing is certified to be agreeable in Quality to the Pattern, charged at the Prices agreed upon, and the Whole received by the Storekeepers at the different Head Quarters, he is required to pay the Amount thereof;" and on the Receipt of such Warrant, signed by the Board, he pays the Amount accordingly.

The Detail of the Paymaster's Business is carried on by his First Clerk, so as seldom to occasion his Attendance. But the Agent attends the Business of his Office, both Morning and Evening, without Intermission, except for an Hour or Two in the Day.

The Paymaster has a Salary of £. 800 a Year; also Allowances of £. 100 a Year for House Rent; and £. 40 for Coals and Candles, making his gross Receipt £. 940; out of which he pays the One Shilling Duty thereon; also certain Salaries and Allowances to his Clerks, and other Expences of his Office, and retains the Remainder for his own Use. His First Clerk receives a Fee of Two Shillings and Six Pence upon each Half Yearly Payment of Half Pay to the Reduced Officers of Marines, amounting Annually to about £. 150, there being at present about Six hundred Officers of Marines upon Half Pay; also Gratuities of One Guinea each upon Certificates granted from the Marine Pay Office, and upon certain Admiralty Warrants, amounting Annually to about £. 24; and his Second Clerk receives a Fee of Three Shillings and Six Pence for registering each Power of Attorney, or Letter of Leave, amounting Annually to about £. 20.

The Agent of Marines has a Salary of £. 500 a Year, also Allowances of £. 100, for Office Rent, and of £. 40 for Coals and Candles, and of other Contingencies, making his gross Receipt £. 640; out of which he pays the One Shilling Duty, and upwards of £. 200 a Year for Clerks, Office Rent, and other Contingencies; thereby reducing his Official Receipt to less than £. 400 a Year, £. 200 of which the present Agent has, ever since his Appointment in 1767, paid Annually, and still continues to pay, to John Cleaveland, Esquire, his Predecessor. There is a Fee received in his Office of Three Shillings and Six Pence for entering each Power of Attorney or Letter of Administration, amounting, on an Average of Seventeen Years, to about £. 17. 12. 11. per Annum, which he has distributed among the Clerks in his Office.

By the foregoing Account, it appears that the Annual Expence of the Marine Pay Branch, so far as relates to the Paymaster and Agent, is £. 1,791. 12. 11. of which £. 1,580 is paid out of the Marine Poundage and Stoppages, and £. 211. 12. 11. is received from Individuals.

The Salary of the Deputy Paymasters at the Out Ports is at the Rate of Five Pounds for each Company belonging to the Division, and amounts to £. 125 a Year at Portsmouth, the same at Plymouth, and £. 100 a Year at Chatham, paid out of the Marine Poundage and Stoppages.

There remain Two other Officers, who, though not upon the Admiralty Office Establishment, properly belong to the Department of the Admiralty, and whom we have accordingly examined: Appendix, No 26, 27. Namely, Claude Champion Crespigny, Esquire, Receiver of Your Majesty's Rights and Perquisites of the Admiralty; and James Dyson, Esquire, Comptroller of the same.

The Duty of the Receiver is to ask, demand, recover, and receive, for Your Majesty's Use, all Manner of Rights and Perquisites of the Admiralty, that shall be seized and taken in Time of War, or otherwise; and also, all such other Sums of Money as have been usually paid, or ordered by Decree of Court to be paid to the Register for the Time being; and to take all such Measures as are necessary for this Purpose, and observe such Orders and Directions as he shall from Time to Time receive from the Lords Commissioners of the Admiralty: And he is to appoint Agents at all such Ports and Places as he shall think necessary.

He has a Salary of £. 300 a Year Net, and an Allowance of £. 50 more for a Clerk, both paid out of the Money arising from such Droits, and not otherwise. In Time of War, and for some Years after a Peace, he has generally a Balance remaining in his Hands; but it has sometimes happened that the

Receipts

Receipts have not been sufficient to pay the Establishment, in which Case the Arrears are paid out of the First Monies which come into his Hands, or into those of his Successor.

The Duty of the Comptroller (who also holds the Office of Solicitor to the Admiralty) is to take an Account of all Ships and Goods condemned as Perquisites of the Admiralty, and to note the Burthen of such Ships, and the Quantities and Qualities of the Goods, together with the Tackle, Apparel, and Furniture of Ships so condemned; to take an Account of all other Perquisites of the Admiralty; and to compare and examine them with the Sums charged by the Receiver; to peruse, examine, and controul the Accounts of the Receiver; and generally to execute such Orders and Instructions as he shall from Time to Time receive from the Lords Commissioners of the Admiralty. And he is likewise to appoint Agents at all such Ports and Places as he shall think necessary.

He has a Salary of £. 200 a Year Net, paid out of the same Money, and dependent on the same Contingency, as the Receiver's Salary, and receives about £. 50 a Year in Fees usually allowed in the Execution of his Business.

We now proceed to offer our Observations on the State in which we have found the Office of the Admiralty; and to add such Plans as have occurred to us for future Regulation and Improvement.

The Secretaries in this Office, contrary to the Custom observed in the other Departments into which we have enquired, appear to be stationary Officers; a Practice of which we have sufficiently shewn our Approbation, by recommending it in our former Reports, wherever it could with Propriety be adopted.

The Clerks and other Officers appear to be efficient, and to perform their Duty in Person; and though such Duty in Time of Peace is scarcely sufficient to find them full Employment, yet, considering the excessive Increase of Business in Time of War, and the Propriety of having Clerks always in Readiness trained to the different Branches thereof, we should not think it adviseable to reduce their Number.

The Nature of the Emoluments received by the Secretaries and Clerks in this Office is liable to the same Objections that we have stated at Length to Receipts of a similar Description in our former Reports. In the Plan therefore which we shall propose, they will be subjected to the same Regulations as we have there recommended.

The Official Income of the extra Clerks appears to us very inadequate to the Labour and Trust annexed to their Situations; neither is it in any Gradation to their Length of Service; nor do the trifling Advantages annexed to their Situation in Time of War compensate for the Narrowness of their Official Emoluments; and, notwithstanding the extraordinary Degree of Labour required during War, and the proportionate Increase in the Receipts of other Clerks and Officers at such Period, the only Variation in those of the extra Clerks is in their Allowance for copying Papers for Parliament, which however has seldom amounted to above Twenty Pounds. The First of the present Extra Clerks £. 20. has now been Sixteen Years in that Capacity, without any Increase of Emoluments, during which Time he has been Witness to the Resignation of Six of the Extra Clerks, owing to distressed Circumstances. Yet such is the Nature of their Situation, that confidential Business of much National Importance unavoidably passes through their Hands; and although to their Credit no recent Instance has happened of any prejudicial Use being made of this Circumstance (the last remembered being above Thirty Years ago) yet the Public must be considered as exposed to a Danger of this Nature.

For these and other Reasons of general Expediency, we are of Opinion that the following Regulations should be adopted in this Office; Regulations founded on the same Principles, and conducive to the same Purposes, as those recommended in our former Reports.

The Secretaries, Clerks, and other Officers should receive certain fixed Salaries, adequate to the Duties of their respective Situations, and the Trust reposed in them; and such Salaries should be in lieu of all Fees, Gratuities, Perquisites, Allowances, or other Emoluments whatsoever, and should be payable, as the present Salaries are, out of the Money voted for the Ordinary of the Navy.

On Account of the unremitting Attendance required, and extraordinary Trust reposed in the Secretaries, their Salaries ought to be

Of the First Secretary	-	-	-	-	£. 2,000 a Year
Of the Second Ditto	-	-	-	-	1,200 a Year

clear of all Deductions; which Salaries (with the Benefit of Apartments in the Admiralty to the First Secretary; in which he ought always to reside) should be a Compensation for executing the Offices of Secretary and Second Secretary, both in the Naval and Marine Departments, in Time of War as well as Peace.

The Salary of the Chief Clerk ought to be £. 800 a Year, clear of all Deductions. The other Clerks ought to be arranged into Three Classes, Senior, Junior, and Extra: The Six Clerks at present on the Establishment should be stiled Senior; Eight of the Extra Clerks should be added to the Establishment, and stiled Junior Clerks, One of whom should be attached to each of the Secretaries,

the Chief and Five First Senior Clerks, to assist them in their Business; the Three youngest should remain Extra Clerks, and be employed as Occasion may require, but should succeed upon Vacancies in the Establishment, according to Seniority or Merit. And considering the Confidence necessarily reposed in the said Clerks, which we conceive to be of a superior Nature, and more important to the State, than what arises from pecuniary Trust, their Salaries ought to be as follows:

Of the First Senior Clerk	-	-	-	-	£. 400 a Year
Second Senior Clerk	-	-	-	-	350
Third Senior Clerk	-	-	-	-	300
Fourth Senior Clerk	-	-	-	-	250
Fifth Senior Clerk	-	-	-	-	200
Sixth Senior Clerk	-	-	-	-	150
The Receiver of Fees, and Paymaster of Contingencies, should have an additional Salary of	-	-	-	-	150
The Three First Junior Clerks each	-	-	-	-	120
The Five other Junior Clerks	-	-	-	-	100
The French and Spanish Translator an additional Salary of	-	-	-	-	50
The Three Extra Clerks each	-	-	-	-	90
All to rise in Succession, if found equal to a superior Station.					

The Marine Clerks should remain as at present, and their Salaries ought to be as follows:

Of the First Marine Clerk	-	-	-	-	£. 200 a Year
Of the Second Ditto	-	-	-	-	120 a Year

Clear of all Deductions: And though we have already sufficiently expressed that these Salaries are to be in lieu of all other Receipts whatsoever, yet it is necessary to lay a particular Stress upon the Emoluments received in this Department from the Clothier, and upon those received from Tradesmen, both being subject to Abuse, but particularly the last, which is a Poundage paid to a controuling Officer in the Amount of Bills which he is to controul.

It is observable that the First Marine Clerk is also Chief Clerk to the Paymaster of Marines; a Situation which he should not be permitted to hold, being incompatible with his Duty in this Office, not only because the proper Attendance upon both is impracticable, but as he checks and controuls in some Measure Part of the Accounts of his Principal, the Paymaster of the Marines. He is likewise Purser to a Ship in Ordinary, which he executes by Deputy, and also acts as Agent to a great Number of Marine Officers; which we consider as highly improper, and subject to Abuse. No Officer in a public Department ought to act as Agent to any Person in the Service of Government.

The remaining Officers on the Establishment of the Admiralty should have the following Salaries in lieu of all Fees, Gratuities, Perquisites, or other Emoluments whatsoever:

Head Messenger	-	-	-	-	£. 100
First Assistant Messenger	-	-	-	-	40
Second Assistant Messenger	-	-	-	-	30
Porter, with a Gown Once in Two Years	-	-	-	-	50
Necessary Woman	-	-	-	-	40
Three Watchmen each	-	-	-	-	25
The Watchmen in the Hall to have a Great Coat	}				10
Once in Two Years, and an Addition for					
clearing the Books, of					

The Office of House-keeper appearing to be a Sinécure, and that of Inspector of Repairs unnecessary, they ought to be abolished: But some Allowance should be made to the House-keeper during her Life, considering the Reasonableness of her Claim to a Provision from this Office.

Appendix, N^o 31. The Fees at present payable upon certain Instruments and Business done in the Admiralty ought to continue to be received by One of the Senior Clerks, according to a Table hereunto annexed; and in order to keep a Check upon the Clerk, who may act in the Capacity of Receiver, each of the Senior Clerks ought to keep a List of all Instruments liable to Fees in his Department, which they should deliver Weekly to the Chief Clerk, who should cause them to be forthwith entered in a Book, with which Entries he should compare the Weekly Account of the Receiver; and in order to ascertain the Fees payable on each Instrument, the Clerk at whose Desk it originates should mark the Amount according to the Table, in the Corner of the same, and sign his Initials thereto.

The Fees so received should constitute a Fund for the Use of the Office; and as we have already provided for the Salaries out of the Ordinary of the Navy, this Fund should be applied towards defraying the Expences of Stationary and Contingencies; and the Receiver

ought to make up Quarterly an Account of his Receipts and Issues, which, after being examined and certified by the Chief Clerk, should be laid before the Lords Commissioners of the Admiralty for their Approbation and Allowance: And the Quarterly Accounts so allowed should at the End of the Year be transcribed into One General Account, which should be sworn to before a Baron of the Court of Exchequer, submitted to the Commissioners of the Navy, and incorporated in the Annual Account of the Treasurer.

But as in Time of Peace the Produce of the Fees may not always be equal to the Amount of these Expences, it is necessary to provide against any Deficiency: By the Arrangement herein recommended, the Fund arising by the Sale of old Naval Stores will be lightened of the Annual Allowance now payable thereout to the First Lord Commissioner; we may therefore, without Impropriety, recommend that any Deficiency in the Fees should be made good out of the said Fund, particularly as we at the same Time propose to allow it the Benefit of the Surplus of Fees, that may arise in Time of War.

We shall have Occasion in a future Report to enter into a particular Investigation of the Fund arising from the Sale of the old Naval and Victualling Stores, and to give our Opinion on the Appropriation of the Monies arising therefrom. It is sufficient to suggest at present, that such Monies may very properly be applied towards defraying the Contingent and other Expences of the several Offices in the Naval Departments.

The considerable Reduction which has taken Place in the Contingent Expences of this Office since the Year 1784, precludes any Observations which might have been made on their Amount in that Year. And the Expence for Stationary, though in general below the Sum voted on the Ordinary Estimate, will be still further reduced when a public Repository is established for the Supply of this Article.

In Addition to the above Regulations, we are of Opinion, conformable to the Principles in our First Report, that the Officers upon this Establishment, upon their being obliged by Age or Infirmities to retire from their present Situations, should have a decent Provision made for them, not exceeding Half the Amount of their Salaries. We are likewise of Opinion, that they should take and subscribe an Oath of Secrecy and Fidelity before a Baron of the Court of Exchequer, and also enter into a Bond to the Amount of Thrice their Annual Salaries for the true and faithful Performance of their Duty; and in order more effectually to prevent Abuses, it should be particularized in such Bond, that they will not directly or indirectly take or receive any Fee, Gratuity, Perquisite, or Emolument, for Business done by them in this Office, other than their established Salary; that they will not act as Agents for any Person whatever, nor be concerned or interested in any Stores, Wares, Merchandize, or Provisions, purchased or supplied for the Use of Your Majesty's Navy, or in any Vessel employed in Your Majesty's Service; and upon Proof of Default, besides incurring the Penalty of the Bond, the Offender ought to be dismissed from his Office, and rendered incapable of serving Your Majesty in any Civil Capacity whatever.

In the Course of our Investigation into the Manner in which the Business of this Office is conducted, the Hours of Attendance have necessarily become an Object of our Attention, and certainly require Regulation; but as we shall have Occasion to discuss the Subject in our Report upon the Navy Office, where the Officers and Clerks are much more numerous, we defer until then giving our Opinion upon the Attendance requisite in this as well as every other Public Office.

The Establishment for the Pay of the Marine Forces is, in our Opinion, more than sufficient for that Purpose; for the Duty of the Paymaster, besides being inconsiderable, is almost entirely executed by Deputy, and this Duty would form so small an Addition to the Business of the Agent, that these Offices may, with great Propriety, be again consolidated under One Person, who with proper Instruments could without Difficulty execute the whole Business, particularly as by such a Consolidation this Business would be brought within a narrower Compass, and carried on in a more simple Manner, and with fewer Officers. For the Office of Paymaster, under the present Constitution, seems unnecessarily to intervene between the Treasurer of the Navy, who issues, and the Agent who (with a few trifling Exceptions) distributes the whole Money for the Marine Service; and the employing Two different Officers, One as a mere Channel to pass the Money to the other, besides being an unnecessary Expence, tends to multiply Accounts and disperse the Public Money, as there always will be a Balance left with each, and this has heretofore been very considerable. We therefore conceive, that it would not only produce a Saving to the Public, but be beneficial to the Service, if the whole Business was left in the Hands of One Person, who should receive the Money from the Treasurer of the Navy, distribute and account for the same, and correspond with the Deputy Paymasters at the different Head Quarters: And this Business ought, in our Opinion, to be carried on in the Office of the Treasurer of the Navy, not only as being a Branch of the Pay of the Navy, but that the Officers may be contiguous to check the Sea Pay of the Marines on Shipboard, the Debts due from those who embark, and other Purposes.

The Officer so appointed to conduct this Branch should pass his Accounts Annually before the Navy Board, as the Paymaster now does, and the Amount thereof, as at present, incorporated in the Treasurer of the Navy's Annual Account; upon his Appointment he ought to give such Security to Your Majesty, as the Lords Commissioners of the Admiralty shall think fit, and have the Nomination of and become responsible for the Deputy Paymasters at the several Head Quarters. His Sa-

lary ought to be £. 600 a Year clear of all Deductions, which, together with the Expence of his Clerks and Contingencies, should be paid as at present out of the Fund arising by the Marine Poundage and Stoppages. The Fee of Two Shillings and Six Pence, now paid Twice a Year by the Reduced Officers in receiving their Half Pay, ought to be discontinued, as well as all other Fees and Gratuities at present taken in this Department, nor any Emoluments allowed to be received therein, other than certain fixed Salaries.

From what we have already stated respecting the present Agent to the Marines, he appears to have had great Merit in the regular and systematic Mode which he has adopted for keeping the Accounts of this Department; and we are of Opinion that his present Official Income is inadequate to his great Ability, Attention, and Industry in the Discharge of his Duty, and that the Sum he pays to his Predecessor is an Abuse, and ought to be discontinued.

Upon this Occasion we feel it necessary to repeat our Disapprobation of such Practices, as by no Means a fit Way of providing even for a deserving Servant of the Public: For if the Salary of an Employment is too great for the Duty, such Salary ought to be reduced; and if not too great, it is Injustice to make it less, by charging thereon a Provision for a Person who does not perform any Part of the Duty. In the Instance before us, we find a most meritorious Officer paying over a Moiety of a scanty Salary to his Predecessor, who does not appear to have retired either from Age or Infirmities. But the Evil does not rest here; it is productive of another, namely, that the present Agent is permitted to receive his Half Pay as a Reduced Captain of Marines, though contrary to the general Rules of the Service; the Oath being dispensed with, in order, as it should seem, to compensate for the Narrowness of his Official Income. This Mode of Compensation we can by no Means approve; it is irregular in the Extreme, as it burthens one Establishment with the Expence of another.

We cannot take leave of this Establishment without pointing out the Mode of paying and cloathing the Marine Forces to be of a Nature so simple and advantageous to the Public, and the Service, as to be worthy of Imitation in Your Majesty's Land Forces, where the Paymaster General might act under the Treasury in the same Manner as the Paymaster of the Marines now does under the Admiralty; the Board of General Officers might approve and contract for the Cloathing of the Army, and an adequate Increase of Pay be voted by Way of Compensation to the Colonels of Regiments. This Subject may be considered as foreign to our present Enquiries, but so strongly have we been impressed with the salutary Effects of this Plan, which Experience has evinced to be practicable, that we could not omit the Opportunity of thus briefly suggesting, that the Application of it to Your Majesty's Land Forces might be productive of equal Advantage in that Department.

Upon comparing the present with the proposed Establishments of the Office of the Admiralty and Marine Pay Departments, instead of the present Sum payable out of the Ordinary of the Navy, and out of the Fund arising by the Sale of old Stores for Salaries, Stationary, and Contingencies, amounting to £. 17,215 (though the Sum actually paid on those Heads was in the Year 1784 considerably, and usually is above that Sum) there would be payable for Salaries out of the said Ordinary of the Navy £. 16,645; and the Fees, which have hitherto constituted Part of the Official Income of the Officers, and which we propose, upon this Augmentation of their Salaries, should be applied to the Payment of the incidental Expences of the Office, will be nearly sufficient in Time of Peace, and more than sufficient in Time of War, for the Payment of the Stationary and Contingencies, so as on the Whole to prevent any additional Expence to the Public in the Office of the Admiralty. But in the Marine Pay Establishment a Saving will be produced of about £. 800 a Year to the Public, and of £. 200 to Individuals, exclusive of the Half Pay of Captain of Marines to the present Agent, which will of course cease: This is sufficient to shew that the Regulation of these Departments, in which the Junior Officers are at present very inadequately provided for, is not inconsistent with Economy and the strictest Attention to the Public Interests.

The Receiver and Comptroller of the Rights and Perquisites of the Admiralty are appointed by, and receive their Instructions from, the Commissioners for executing the Office of Lord High Admiral. As such (although the Produce, as we understand, does not belong to the Public) we think it incumbent upon us to offer our Opinion upon the Manner in which we find these Offices at present executed.

The Receiver is permitted often to retain considerable Sums in his Hands; and although the present Officer gives Security, and his Character and Responsibility preclude any Apprehension of Loss from his Default, yet as it appears that a Loss has been sustained by the Default of his Predecessor, we are of Opinion that no Money should be allowed to remain in the Hands of the Receiver, but that it should be lodged in the Bank when received, and an Account there raised in the Name of the Receiver of the Rights and Perquisites of the Admiralty, inserting the Name of the Receiver for the Time being, who should issue his Drafts for the same to the Amount of such Warrants as are granted upon him, specifying in such Drafts the Person's Name to whom the Sum is so granted, the Service for which it was granted, and the Date of the Warrant: And that the Accounts of the Receiver ought to be examined every Six Months by the Comptroller, and certified to the Lords Commissioners of the Admiralty, who thereupon should obtain a Warrant for discharging the Receiver of so much as he has duly accounted for. The present Receiver is very anxious to pass his Accounts, but knows not how to accomplish it. We are

also of Opinion, that his Salary should not depend upon his Receipt, but should be paid to him Quarterly; and in lieu of any Benefit from a Balance remaining in his Hands, an Increase of £. 100 a Year to his Salary, together with £. 50 a Year allowed as usual, for a Clerk and Contingencies of Office, may be reasonable.

Part of the Comptroller's Duty is to peruse, examine, and controul the Accounts of the Receiver; which however, he informs us, he has not hitherto performed. But this we are of Opinion ought not to be omitted, nor any other Part of the Duty required of him, for the Performance of which we think his present Salary fully adequate; which Salary however ought to be paid to him Quarterly, independent of the Produce of the Rights and Perquisites.

A Commission constituted by the Legislature for Purposes like these, operates by the Principles it inculcates, as well as by the Regulations it actually carries into Effect; and we have been happy to observe, that the Interval between the Passing of this Act and the Commencement of our Enquiries into the Naval Departments has not been lost, but has produced useful and essential Regulations, instanced in the Reduction of the Contingencies of this Office, the stricter Examination of Accounts, the Diminution of the Balances of Public Money in the Hands of Individuals, and in the entire new Regulation of an Office which will be the Subject of our next Report—the Office of the Treasurer of Your Majesty's Navy.

Office of Enquiry,
the 27th December 1787.

JOHN DICK, (L.S.)
WM MOLLESON, (L.S.)
F. BARING, (L.S.)

